

### Coordinating Agency:

Department of Homeland  
Security/Federal Emergency  
Management Agency

### Cooperating Agencies:

Department of Homeland Security  
Department of State  
Department of Transportation  
Corporation for National and Community  
Service  
General Services Administration  
U.S. Agency for International Development  
National Voluntary Organizations Active in  
Disaster

## INTRODUCTION

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### Purpose

The Volunteer and Donations Management Support Annex describes the coordination processes used to support the State in ensuring the most efficient and effective use of unaffiliated volunteers and unsolicited donated goods for incidents requiring a Federal response, including offers of unaffiliated volunteer services and unsolicited donations to the Federal Government.

NOTE: The coordination of disaster response and recovery service providers such as voluntary agencies and private-sector groups are addressed separately in the Voluntary Agency Coordination component of the Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex.

### Scope

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This annex provides guidance on the Federal role in supporting State governments in the management of masses of unaffiliated volunteers and unsolicited donated goods. (Any reference to volunteer services and donated goods in this annex refers to unaffiliated volunteer services<sup>1</sup> and unsolicited goods, unless otherwise stated.) This guidance applies to all agencies and organizations with direct and indirect volunteer and/or donations responsibilities under the National Response Framework.

### Policies

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The goal of volunteer and donations management is to efficiently and effectively support the State in close collaboration with the voluntary organizations/agencies, in an effort to manage the overall influx of offers of goods and services to the Federal Government, States, tribes, voluntary agencies, and other entities before, during, and after an incident.

The Federal Government encourages State, tribal, and local governments to coordinate with voluntary agencies, existing Voluntary Organizations Active in Disaster (VOADs), community and faith-based organizations, volunteer centers, and private-sector entities to participate in preparedness activities including planning, establishing appropriate roles and responsibilities, training, and exercising.

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<sup>1</sup> Unaffiliated volunteers, also known as spontaneous volunteers, are individuals who offer to help or self-deploy to assist in emergency situations without fully coordinating their activities. They are considered “unaffiliated” in that they are not part of a disaster relief organization. Although unaffiliated volunteers can be significant resources, because they do not have preestablished relationships with emergency response organizations, verifying their training or credentials and matching them with the appropriate service areas can be difficult.

1 The Federal Government encourages State, tribal, and local governments and nongovernmental  
2 and private-sector organizations/entities to participate together as members of Citizen Corps  
3 Councils for predisaster emergency planning and to facilitate agreements regarding roles and  
4 responsibilities in emergency operations plans and standard operating procedures.

5  
6 The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA)  
7 coordinates with other Federal agencies, in support of the State, to identify operational  
8 requirements for an effective State Volunteer and Donations Management operation.

9  
10 State, tribal, and local governments have primary responsibility, in coordination with VOADs, to  
11 develop and implement plans to manage volunteer services and donated goods.

12  
13 Full use of existing volunteer and donations management resources at the local level is  
14 encouraged before seeking assistance of the State or Federal governments.

15  
16 The Federal Government encourages individuals interested in volunteering personal services to  
17 directly affiliate with a voluntary organization/agency of their choice or a local volunteer center,  
18 and/or to participate through their local Citizen Corps program.

19  
20 The Federal Government encourages donations from the general public to be made as cash to  
21 voluntary, faith-based, and/or community organizations providing services to disaster victims.

22  
23 The Federal Government will have a system to manage and coordinate offers of unaffiliated  
24 volunteer services and unsolicited donated goods from the private sector that are made to the  
25 Federal Government so that any appropriate offer can be effectively integrated into the overall  
26 process.

27  
28 The Federal Government will include State and tribal governments, nongovernmental  
29 organizations (NGOs), private-sector representatives, and others as appropriate in training and  
30 exercises.

31  
32 All activities, functions, and services are provided in accordance with existing Federal statutes,  
33 rules, and regulations.

34  
35 Policies and procedures regarding International Donations coordination of government-to-  
36 government assistance and assistance from international organizations such as the North  
37 Atlantic Treaty Organization (NATO) and the United Nations (UN) are addressed in the  
38 International Assistance System (IAS) as described in the International Coordination Support  
39 Annex, which is managed jointly by the Department of State (DOS), the U.S. Agency for  
40 International Development (USAID), and DHS/FEMA.

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42 Donations of blood products are referred to in the ESF #8 – Public Health and Medical Services  
43 Annex.

### Preincident Activities

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DHS/FEMA recommends that States include a Volunteer and Donations Annex to their State Emergency Operations Plans that details: volunteer and donations management-related outreach and education programs, procedures to activate mutual aid such as the Emergency Mutual Assistance Compact, communications and facilities management, a Volunteer/Donations Coordination Team, a call center, relevant points of contact, safety and security, and demobilization.

### CONCEPT OF OPERATIONS

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The Federal Government supports State and tribal government efforts to manage unaffiliated volunteers and unsolicited donated goods. Requests for support under this annex from Federal, State, tribal, and local authorities generally are coordinated through the Regional Response Coordination Center (RRCC) or the Joint Field Office (JFO). Depending on the situation, however, coordination may occur at the National Response Coordination Center (NRCC). DHS/FEMA provides Volunteer and Donations Management staff to the NRCC, RRCC, and JFO in support of the State, as required.

Federal support of volunteer and donations management operations may include:

- Activation of a Volunteer/Donations Coordination Team at DHS/FEMA Headquarters to expedite service provided to donors from large private-sector entities, large civic organizations and others, and to address large national media-driven collection drives and other complex situations involving donated goods and volunteer services.
- At the request of the State or tribal government, a national donations and volunteer management web-based application that enables the general public to register their offers of donated goods and services, thus providing the State/tribal Volunteer/Donations Coordination Team a real-time view of offers and the ability to match offers to needs.
- Coordination with DHS/FEMA Logistics, other ESFs, Public Information Officers, Community Relations, DHS/FEMA Voluntary Agency Liaisons, private-sector representatives, national VOAD leadership, State VOAD leadership, the DHS/FEMA Headquarters Volunteer and Donations Coordinator, and other stakeholders as necessary.
- Facilities management and communications support, as needed.

### RESPONSIBILITIES

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#### Headquarters-Level Responsibilities: DHS/FEMA

##### Preincident Activities

In coordination with DHS/FEMA regions and national VOAD and private-sector representatives:

- Develop and expand the national network of NGO, private-sector, and government representatives and others to encourage effective volunteer and donations management collaboration at the State and local levels.
- Support and promote availability and operation of a website to facilitate collection and tracking of offers of goods and services to enable effective matching of offers with needs.

- Develop, maintain, and implement a comprehensive volunteer and donations management training program.
- Encourage resource typing in support of effective volunteer and donations management in the field. Examples include typing of Volunteer/Donations Coordination Teams and volunteer and donations facilities.
- Support DHS/FEMA regional staff in providing technical assistance to the States.
- Convene regular interagency meetings with cooperating agencies and other stakeholders to enhance collaboration and information sharing.
- Establish and maintain contingency plans for enhanced level of Federal support to affected States in a catastrophic and/or multistate incident.
- Support the activation of the IAS, as needed, to coordinate requests for international assistance and formal offers of assistance from foreign governments and international organizations such as NATO and the UN. (See the International Coordination Support Annex.)

### Response Activities

The affected State, tribal, and local governments, in conjunction with their voluntary organization partners, are responsible for implementing the appropriate plans to ensure the effective management of the flow of volunteers and goods in the affected area, DHS/FEMA provides support through the RRCC or JFO as necessary.

In conjunction with the RRCC and/or JFO, DHS/FEMA provides communications support as needed including:

- Rapid communications with key voluntary agency, State, and private-sector coordinators.
- Media relations support.
- Support in the activation of the web-based volunteer and donations matching software.
- In catastrophic circumstances, the possible activation of a national call center.

The NRCC activates its Volunteer/Donations desk and/or DHS/FEMA activates a Volunteer/Donations Coordination Team to:

- Address high-level corporate offers, complex media- and/or congressionally driven offers, nationally organized collection drives, and international coordination, as needed.
- Provide technical assistance to other agencies such as the Department of Commerce and DHS components which receive offers of goods and services from the private sector, and assist with the processing of those offers.
- Designate a headquarters-level point of contact to coordinate with regional and field offices to determine significant needs for donations or unique goods and services that large organizations may be able to donate. The point of contact provides a headquarters liaison with high-level organizations, arranging to satisfy identified needs.

**Regional-Level Responsibilities: DHS/FEMA**

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- Coordinates with the State and/or tribal government on their specific needs and requests.
- Designates an RRCC point of contact.
- Designates a point of contact in regional and field offices to obtain information about significant needs for donations or unique goods and services that large organizations may be able to donate, and to provide such information to the headquarters-level point of contact.
- Assists the State Volunteer and Donations Coordinator, as needed, with:
  - Early on-the-ground situation assessment for critical operational requirements and appropriate follow-through (e.g., the need for the establishment of possible ad hoc staging areas for incoming unaffiliated volunteers, and assistance regarding unaffiliated volunteers who have organized large-scale donations distribution centers in the affected area).
  - Setting up a Volunteer/Donations Coordination Center to include a Volunteer/Donations Coordination Team and volunteer and donations hotline.
  - Ensuring the appropriate donations receiving and distribution facilities are established and operating effectively.
  - Coordinating with the Joint Information Center and ESF #15 –External Affairs on public service announcements, press releases, and other media-related support.
  - Coordinating with the DHS/FEMA Voluntary Agency Liaison, congressional affairs, community relations, logistics, and other Federal agencies as necessary.
  - Preparing input for situation reports, briefings, and VIP visits, as necessary.

COOPERATING AGENCIES

Agency	Functions
<b>Department of Homeland Security</b>	<b>Citizen Corps:</b> Involves community members in all-hazards emergency preparedness, planning, mitigation, response, and recovery.
	<b>Private Sector Office:</b> Provides support to DHS/FEMA Headquarters Volunteer/Donations Coordination Team efforts in processing private-sector and other high-level offers.
<b>Department of State</b>	In coordination with DHS/FEMA and USAID, operates the IAS to coordinate requests for government-to-government international assistance and manage formal offers of assistance from foreign governments and international organizations. (See the International Coordination Support Annex.)
<b>Department of Transportation</b>	<ul style="list-style-type: none"> <li>Provides information on transportation routes as necessary.</li> <li>Provides guidance and support on transportation rules, regulations, and requirements, as needed.</li> </ul>
<b>Corporation for National and Community Service</b>	<p>Provides support to the States, including trained National Service Participants (AmeriCorps members, Learn and Serve America volunteers, and Retired and Senior Volunteer Program volunteers) to support State volunteer and donations management operations, as needed, such as:</p> <ul style="list-style-type: none"> <li>Call center/hotline operations.</li> <li>Volunteer Reception Center startup.</li> <li>Donations warehousing operations.</li> <li>Other support activities identified by the FEMA Volunteer and Donations Coordinator or FEMA Voluntary Agency Liaison.</li> </ul>
<b>General Services Administration</b>	Provides equipment, supplies, and facilities as required.
<b>U.S. Agency for International Development</b>	In coordination with DHS/FEMA and Department of State, operates the IAS to coordinate requests for government-to-government international assistance and manage formal offers of assistance from foreign governments and international organizations. (See the International Coordination Support Annex.)
<b>National Voluntary Organizations Active in Disaster (NVOAD)</b>	<ul style="list-style-type: none"> <li>Provides technical assistance, as needed, to NVOAD member organizations and State and local VOADs regarding their unaffiliated volunteer and unsolicited donations management activities.</li> <li>Supports, as necessary, NVOAD members that have roles in volunteer and donations management to ensure the members' full participation in volunteer and donations management operations. Volunteer and donations operations functions may include: multiagency warehouse management, local distribution centers, volunteer reception centers, call center support, operational guidance on managing unsolicited donations and unaffiliated volunteers, situational assessment, and coordination of matching offers to needs.</li> </ul>